

Evaluation of Public Housing Programmes in Nigeria: A Theoretical and Conceptual Approach

Eziyi O. Ibem¹ and Dr. O.O Amole²

¹ Email: eziyioffia@yahoo.com, eoibem@gmail.com Department of Architecture, School of Environmental Studies, College of Science and Technology, Covenant University, Canaan Land, Ota, Ogun State, Nigeria

²E-mail: dolapoamole@yahoo.com Department of Architecture, Obafemi Awolowo University, Ile-Ife, Osun State, Nigeria

Abstract

The aim of this paper is to develop and test a theoretical and conceptual framework for an alternative approach to evaluation of public housing programmes in Nigeria. It seeks to address limitations of existing approaches where one theory or discipline has the upper hand in evaluating public housing programmes. This paper proposes a broad-based framework for assessing relationships between input, output and outcomes of public housing programmes through a realistic approach to evaluation based on objective-oriented theory, theory-driven evaluation paradigm and conceptual issues. This approach allows for the use of logical framework to explain the complex connections between underlying programme theory and outcomes. The distinct features of this alternative evaluation approach include: an open-ended evaluation approach; housing providers and residents participation; broad-based and a multi-faceted data gathering approaches and analysis in distinguishing the outcome of different housing delivery strategies in public housing programmes.

Keywords: evaluation, public housing programmes, theoretical and conceptual framework

Introduction

Although housing is an integral part of human settlement that fulfils basic need, and has a profound impact on the quality of life, health, welfare as well as productivity of man; large proportion of urban residents in less developed countries do not have access to decent housing at affordable cost. As a result of this, inadequate housing condition has become an intractable challenge that has continued to receive attention from governments, professionals, developers and individuals in most developing countries. As part of human tradition which seeks to investigate, describe, understand, proffer solutions and take actions to ameliorate defects in living conditions,

and enhance individual and collective well-being; both public and private sectors have continued to take actions aimed at addressing social and economic challenges posed by inadequate housing provisions in most countries of the world. These actions are in the form of legislations, policies, strategies and reforms, which most often have culminated in different housing programmes (Onibokun, 1985; Rondinelli, 1990; Tipple, 1994; Ajanlekoko, 2002; Sengupta, 2005; Sengupta and Sharma, 2008).

Public housing programmes have been criticised for failing to provide quality, affordable and adequate housing units to target population in most developing countries (Mukhija, 2004); yet several research studies (Yeun et al., 2006 ; Sengupta and Tipple, 2007; Akinmoladun and Oluwoye, 2007; Ademiluyi and Raji, 2008; Sengupta and Sharma, 2008; Obeng-Odoom, 2009; Fernandez-Maldonado and Bredenoord, 2010 ; Mohit et al., 2010) indicate that governments in developing countries are not relenting in their efforts at addressing the problem of providing adequate, affordable and sustainable housing. This is probably in recognition of government's social responsibility in providing housing for its citizens and the fact that adequate housing provision is a key component of sustainable development. However, in more recent time, it is observed that the outcome of government efforts in addressing the housing challenge in many developing countries such as Nigeria is not well understood. According to the 1991 Nigerian National Housing Policy (Federal Republic of Nigeria, 1991), lack of adequate monitoring and evaluation of housing policy implementation have contributed to failure of public housing programmes in this country. This assertion was corroborated by Obashoro (2002) who noted that proper programme evaluation was rarely done in Nigeria, and as a result, it is very difficult to assess the real outcome of programmes in this country.

The above tends to suggest two things. First is that there is inadequate evaluation research on public housing programmes in Nigeria. Second, proper evaluation of public housing programmes using appropriate evaluation tools and methods are rarely done in Nigeria. One of the key consequences of this is paucity of information on the actual outcome of previous and current approaches to solving the housing problems in this country. Howbeit several research studies (Bana, 1991; Ali, 1996; Ukoha and Beamish, 1997; Ilesanmi, 2005; Olatubara and Fatoye, 2007; Fatoye and Odusami, 2009; Jiboye, 2009; 2010) have evaluated some aspects of public housing programmes in Nigeria, certain inadequacies which bear upon their focus and usefulness of the findings for factual judgement on the performance of public housing programmes in this country exist. Specifically, these studies tended to concentrate on the product of public housing by examining residents' satisfaction and accessibility to urban services as well as the underlying production and management frameworks. None of those studies made attempt at assessing the validity of underlying theories in those public housing programmes. There is also dearth of information on the outcomes of the different housing delivery strategies in the housing programmes. These are certainly vital in providing solid evidence upon which factual judgement on the performance of public housing schemes can be based.

This paper thus argues that for proper understanding of the outcomes of public housing programmes, a broad-based theoretical and conceptual framework should be engaged for in-depth assessment of the extent to which public housing programmes have achieved or fail to achieve the intended goals. Therefore, the need to develop a

broad-based framework that can be used in the evaluation of housing programmes in different contexts motivated this study. To this end, the aim of this paper is to develop and test a theoretical and conceptual framework for evaluating public housing programmes in Nigeria. The proposed framework lends itself to assessment of the relationship between the input, output, outcome and impact of public housing programmes in various socio-economic, political and cultural contexts. It also allows for examination of the outcomes of different housing delivery strategies in public housing programmes as well as the extent to which objectives of housing programmes have been achieved in terms of impact on the quality of life of beneficiaries. These are no doubt key issues in housing policy formulation, programme design and implementation.

Rationale for Housing Programme Evaluation

The main reason for housing programmes is to ameliorate or improve on existing poor housing conditions of individuals or groups of persons, and thus enhance their quality of life. Since the 1970s when the completion and occupation of many public housing schemes in the United States triggered a barrage of public complaints, housing authorities, policy makers and scholars have invested enormous interest in exploring methods of measuring the success and failure of completed housing projects, and applying findings in the development of new public housing schemes (Kantrowitz and Nordhaus, 1980; Lux, 2005). There has also been increasing effort in developing more systematic approaches to documenting problems associated with public housing. Due to the multi-disciplinary nature of housing which cuts across disciplines such as housing studies, architecture, geography, physical planning, estate management, economics, sociology and public administration just to mention this few, the purpose for evaluating housing programmes differs among researchers. Kantrowitz and Nordhaus (1980) and Hsieh (2008) opined that evaluation of public housing stemmed from the need to document the problems of public housing, develop solutions to them and make recommendations and guidelines for future public housing policies and programmes. Galster and Hesser (1981) corroborated this view by asserting that evaluation of public housing is derived from the pressure on urban planners, policy makers and administrators to use scarce financial resources in maximizing the well being of citizens. Kaitilla (1993) however argued that evaluation of public housing programmes identifies and examines what aspects of housing are considered important by a set of residents, and thus, uncovers how housing units relate to household activities and preferences.

Viewed from a different perspective, Lall (2002) and Apparicio and Seguin (2006) suggested that evaluation of public housing programmes is as a result of the desire to examine the level of accessibility to basic services and quality of life of residents of public housing. Also, Osasona (1991) and Hanson et al.(2004) were of the view that evaluation of public housing is necessary in understanding the various policies underpinning public housing programmes and judging their effectiveness in operation. Specifically, Hanson et al (2004) identified the reasons for evaluating public housing programmes to include: in-depth knowledge on programme rationale, its impacts and effects, achievement of objectives and assessment of cost-effectiveness of the programme as well as

identifying alternatives. On the other hand Arimah (2000) and Sengupta and Tipple (2007) viewed the evaluation of public housing as a way of developing parameters for assessing the performance of the public sector in housing delivery. In their opinion, the examination of the process and product of public housing is vital in measuring the performance of public housing sub-sector.

From the foregoing submissions, one can infer that the rationale for evaluating public housing has been expressed in diverse ways. Notably, there appear to be consensus among authors that the rationale for evaluating public housing programmes is to assess their effectiveness, improve housing design, and to ensure continuous improvement of design methods through the provision of feed back to programme designers on the effectiveness of their design. The evaluation of housing programmes addresses issues of whether public housing schemes are consistent with the intent and purpose they were initiated, particularly in the areas of programme rationale, implementation process, impacts as well as cost effectiveness. In sum, most researchers tend to carry out evaluation studies on public housing programmes in order to identify what works and what does not as well as impact of such programmes on the life of beneficiaries and surrounding environment.

Housing Programme Evaluation: Dimensions, Levels and Approaches

Generally speaking, the evaluation of housing programmes involves human perceptions on the product and outcome of such programmes, process and organizational framework involved. Perception on the product of housing programmes centres mainly on the quality and satisfaction of residential environment. Based on this, Rapoport (1977) posited that people tended to evaluate their environment against an image of what they would like it to be. This evaluative pattern is primarily influenced by peoples' previous experience, adaptation level, cultural values (Kantrowitz and Nordhaus, 1980), gender, age, ethnicity, religion and social role (Filfil, 1999). Canter (1983) and Kaitilla (1993) described this dimension of evaluation as subjective evaluation. This is because it involves human perceptions on the environment as well as physical characteristics of housing units and their conditions. According to Filfil (1999), the subjective dimension to evaluation underscores that way people perceive their residential environment in relation to their role at home, their desires and aspiration with respect to space, facilities and communication with others and family members with whom they share living spaces with. Talking about desires and aspiration, Galster (1987) noted that the perception on residential environment is based on individual's self-assessed needs and aspirations, and described this as the actual-aspirational-gap dimension to evaluation. This dimension to evaluation is underpinned by three related sets of factors: objective characteristics of the environment, objective characteristics of the residents and subjective beliefs, perceptions and aspirations of the residents. Within the subjective context, Galster (1987) identified the perceived-actual environment and aspired-to environment. The extent to which there is a disparity between the two provides the assessment of residential environment.

On the other hand, in the objective dimension to evaluation, people see important attributes of their physical environment and evaluate them based on certain standard of comparison with standards defined by what people believe they may reasonably aspire to. There is also the purposive dimension to evaluation, which according to Galster (1987) is based on the premise that people have certain goals and associated activities aimed at achieving such goals. The extent to which a given residential environment is seen as enhancing the attainment of such goals is viewed as a statement of how the residential environment is evaluated. Drawing on the above views, Amerigo and Aragoes (1990) noted that a person's evaluation of a place is complex, multidimensional and global appraisal construct that combines cognitive, affective, and behavioural facets. This implies that individual's evaluation of residential environment involves a multiplicity of both subjective and objective variables which depend on the manner in which attributes of the environment are perceived by an individual and the standard reference to which such attributes are compared with.

It can be inferred from the foregoing that evaluation of residential environment is based on a complexity of subjective and objective parameters associated with individual's previous experience, cultural values, personal attributes, perceptions, aspirations, goals, needs as well as generally defined and acceptable standards. The objective and subjective features of residential environment, personality and attributes of residents are key determinants of the perception on the outcomes of housing programmes.

Following the foregoing discussion and evidence in literature (Onibokun, 1976) it can be seen that housing programmes as a matter of fact can be evaluated with reference to physical and spatial qualities of housing, its architectural desirability, locational suitability and efficiency of housing management and administration. These dimensions of evaluation involve a number of activities. First is the assessment of performance of building spaces and fabrics based on quality attributes identified by housing occupants and established material performance indicators (Liu, 2003; Ornstein, 2005, Fatoye and Odusmi, 2009). This is often referred to as technical requirement evaluation, and it provides inputs for the development of quality standard for spatial and material performance, and the whole building in use for future design, planning and development of building materials. Second is the assessment of locational appropriateness of housing schemes in relation to accessibility to neighbourhood facilities and public infrastructural services (Apparicio and Seguin, 2006); and lastly is the assessment of institutional framework for housing provision, management and maintenance (Valenca, 2007; Sengupta and Sharma, 2008; Hsieh, 2008).

Bonnefoy (2007) proposed four levels of residential environment. These are individual buildings, neighbourhood, neighbours and community levels. In each of these levels, physical, social and socio-physical aspects of housing environment can be evaluated (Ilesanmi, 2005). Whereas, at the physical level the characteristics of individual housing units, immediate surrounding environment as well as neighbourhood facilities are examined; the nature of interactions or social relationships among residents of housing units are assessed at the social level. Issues related to social ties, communal activities and social interactions as well as

social cohesion are examined. The socio-physical level of evaluation primarily focuses on users' reaction to both the physical and social environment. Central to this level of evaluation of housing programmes are users' perception on adequacy of and satisfaction with housing units and surrounding environment. Evidence in literature suggests that most evaluation research on housing programmes tended to focus on the socio-physical level of evaluation with emphasis on housing and residential satisfaction. Residential satisfaction in this context relates to users' perception of inadequacies in their current housing environment (Galster and Hesser 1981; Galster, 1987; Jaafar et al., 2006). Ogu (2002) noted that residential satisfaction is the evaluation of residents' perceptions of and feelings for their housing units and surrounding environment. Findings from research studies (Onibokun, 1976; Morris et al, 1976; Kantrowitz and Nordhaus, 1980; Kaitilla, 1993; Ukoha and Beamish, 1997; Djebarni and Al-Abed, 2000; Gilderbloom et al, 2005; Lux, 2005; Yeun et al., 2006; Jaafar et al., 2006; Potter and Cantarero, 2006; Erdogan, 2007; Jiboye, 2009; 2010) indicate that socio-economic characteristics of residents and their past living conditions, tenureship, physical attributes of housing units, housing management structure, physical and environment amenities are key factors influencing satisfaction with residential environment, and are critical for improving quality of housing design and standard of living of residents. This suggests that assessment of housing or residential satisfaction is an important aspect of evaluative measure used in judging the success of housing programmes.

At community level, evaluation of housing programmes has particularly been on community attitude and perception on public housing schemes. Vast literature from studies (De Salvo, 1974; Margulis, 1975; Massey and Kanaiaupuni, 1993; McNulty and Holloway, 2000; Quallian, 2005) view public housing as one of the root causes of geographically and racially patterned disadvantages such as crime, poverty, racial segregation, low neighbourhood property value and other negative externalities in the United States. Elsewhere, other research studies (Magutu, 1997; Lall, 2002; Apparicio and Seguin, 2006; Obeng-Odoom, 2009) have shown how public housing schemes provided low-income people access to land for housing, reduced high incidence of poverty among beneficiaries, and addressed the challenge of inadequate housing as well as the relative disparity in accessibility to urban services among residents.

Therefore, one can infer from the foregoing that within the context of various levels and dimensions to evaluation of housing programmes and residential environment, a wide range of issues can be examined. These include physical characteristics of housing units and surrounding environment, reaction of residents to housing environment, accessibility to neighbourhood facilities, performance of housing agencies, institutional framework for public housing delivery and management, community attitude and perception on public housing as well as impact of public housing on the neighbourhood.

With regards to approaches to the evaluation of housing programmes, Obeng-Odoom (2009) identified the Before and After evaluation, the With and Without evaluation and Plan versus Outcome evaluation approaches. In the Before and After approach, evaluators look at the situation before the implementation of a programme

and what the situation is after its implementation while the With and Without approach examines the difference between the situation with and without the programme as the basis for assessing its impact on the target population. This means that this approach enquires on the counterfactual that is what the housing situation would be with or without the programme. The Plan versus Outcome Approach, which is also referred to as the Objectives Analysis connotes evaluating a policy or programme by looking at whether it has achieved its objectives (Obeng-Odoom, 2009:77). This approach specifically looks at the objectives set for the programme and the extent to which such objectives have been achieved. Question of whether the housing programme has delivered what it said it would deliver in terms of product and process is central to Plan versus Outcome Approach (Objectives Analysis). This implies that this approach examines a programme from two perspectives: the process and product. The former focuses on implementation strategies whereas the latter pays attention to the effects of final products on society. In sum, it could be concluded that the goal, objectives and nature of research questions evaluation studies are out to address largely determine the dimensions and levels of as well as the approaches to evaluation of housing programmes.

Philosophical Perspectives to Programme Evaluation

Evaluation research has over the years followed four main philosophical perspectives. These are the positivist, realistic, constructivist and naturalist perspectives. The positivist perspective also known as the scientific method is based on reliable and objective data, measurable experiments, tests, as well as statistical procedures. It derives its strength from the notion that better understanding of human experience can be gained through experiments and observations (Chenery et al., 1987). Therefore, proponents argue that social research should follow the model of natural science by adopting scientific mode of investigation in providing clear, unambiguous information on the causes of certain social or psychological phenomena. According to Stame (2004), the positivist perspective to evaluation draws basically on the method-based theory and focuses on developing methodological framework for verifying the internal validity (causality) and external validity (generalization) of programmes. Evaluators with positivists orientation advocate that evaluation research be focused on the generation of hypothesis, collection of quantitative data, and using the data to test hypothesis and also evolve theory as it is done in scientific experiments (Douthwaite et al., 2002). Positivist evaluators are known to hold a value-free stand without emphasis on issues related to theoretical implications of social programmes. To this end, the positive philosophical perspective to evaluation of social programmes has been faulted as the scientific approach as espoused by it followers is thought to be inadequate in providing understanding on how people live; view the world around them; cope with it and change it. As Chenery and others (1987) succinctly put it, predetermined approach to evaluation often limits the information that is obtained in evaluation research.

In contrast, realistic perspective to evaluation which is an offshoot of theory-based evaluation relies on relevant theoretical perspectives in designing evaluation research (Stame, 2004; Pedersen, 2008). Central to this

perspective is the emphasis on generation of theory of causality and the use of logic model to illustrate how programmes will lead to the desired outcomes. This is based on the idea that programmes do not make things change; rather it is the people within the context of programmes that activate given mechanisms and desired changes (Pawson and Tilley, 1997). Consequently, the outcomes of programmes are considered to be direct consequences of how social programmes are implemented in a given context. This implies that realistic evaluators elaborate how a programme could work in a given context and ask people who could know about it to provide evidence. Stame (2004) noted that in realistic evaluation, sociological characteristics of the environment are important, and thus, data is collected from a range of sources, including quantitative, qualitative, and documentary sources with a view of developing theories as the evaluation research progresses.

The naturalistic perspective to evaluation research evolved from two streams of thoughts, namely, responsive evaluation and naturalistic methodologies from qualitative research. One of the most salient features of naturalistic evaluation is that programmes are seen as natural experiments, and as such evaluation of such programmes should be responsive in presenting human experience and capturing the holistic impression of participants in the programme (Chenery et al., 1987). Rubin (1982) contrasted this perspective to conventional preordained designs that utilizes a priori concepts in the form of hypotheses tested in a controlled research environment. Viewed from the responsive evaluation perspective, naturalist evaluation is not pre-designed before it is carried out. It allows for the emergence of design and working hypothesis from the data collected in the field through open-ended research methods (Chenery et al., 1987). In this context, evaluation methods are viewed to be interactive, qualitative and oriented toward uncovering and generating propositions based on natural settings and contexts. Unlike the positivist perspective where instruments such as questionnaires and tests are often used, the naturalist evaluator is the data gathering instrument and uses interview and observation to gather qualitative data. Stame (2004:60) described this perspective to evaluation as one that considers the context in which programmes are enacted, and the different interests and views of stakeholders. Again, the theory about the programme's worth is generated from the data, rather than the data being sought to reflect or support the theory as it is with the positivist approach to evaluation. Put succinctly, Rubin (1982: 61) noted that naturalistic evaluation provides opportunities for questions, issues, concerns, ideas, and feelings to emerge from the evaluation's audience while allowing investigators to study situations or programmes where variables are ambiguous, conditions are in flux, and changes can be responded to or incorporated as they occur.

On the other hand, the constructivist perspective to evaluation has its roots in various disciplines such as education, psychology, philosophy, history of science and science education. According to Kushner (1996:189), the constructivism emerged as a result of the general critique of science for failing to acknowledge that theories and realities are not just there waiting to be discovered or uncovered, but are constructed in the minds of individuals or in the discussions of groups. John Dewey, Jean Piaget, Edmund Husserl and Thomas Kuhn whose works impact on constructivist thought today stressed the need to explore ways in which people make sense of their experiences (Douthwaite et al., 2002), and thus, constructivism is considered to be a subjective approach to

evaluation. Notably, the constructivist perspective to evaluation is based on qualitative method, context-based and criterion-reference approach, with programme theory evolving as the data is collected (Douthwaite et al., 2002). Davies (2003) noted that the constructivist perspective to evaluation focuses on actual effects or outcomes of programmes without necessarily knowing what the intended goals are. Therefore, reliability and validity are considered not important because as proponents have argued, the purpose of evaluation is not to measure programme outcomes in terms of statistical figures, rather programme outcomes are individual and personal constructions. Thus, Morphew (2000) asserted that programme beneficiaries are merely interpreting their individual experience with programmes in the course of evaluating such programmes.

From the discussion on the different philosophical perspectives to evaluation research presented above; it is clear that evaluation research is deeply rooted in ideological underpinnings which show manifestation in the aim and objectives of a given research. Therefore, one can conclude that whichever philosophical approach an evaluator may choose to adapt is a matter of personal ideological and philosophical orientation bearing in mind the purpose of evaluation and background of evaluators.

Theoretical Perspectives in Programme Evaluation

Generally, evaluation research is a multidisciplinary endeavour with a multiplicity of theoretical underpinnings. However, Scriven (2001) and Alkin (2004) have identified five main theoretical perspectives in programme evaluation. These are method-based theory; value-based theory and use-based theory. Others are objective-oriented theory and theory-based perspective. Method-Based theory also known as method-driven evaluation theory places emphasis on methodological approaches in the design and conduct of evaluation research (Alkin, 2004). Proponents are positivist evaluators who are of the view that research is the genesis of programme evaluation and as such the method of evaluation is of paramount importance. Method-driven theorists such as Thomas Cook and Robert Boruch have likened evaluation to conventional scientific research involving systematic application of rigorous randomized research design in measuring the extent of a social problem and assessing the implementation, relative efficiency and cost effectiveness of social intervention programmes. They advocated for experimental and quasi-experimental designs in evaluation research. However, Stame (2004) noted that emphasis on field-relevant methods that closely resembled classical scientific experiment is responsible for the inability of method-based evaluators to account for the actual input and expected outcome of social programmes.

Value-Based theory owes its origin to the works of Michael Scriven, who made major contribution to the role of evaluator in value judgment (Alkin, 2004). This theory explicitly addresses the importance of placing value or making judgment on evaluation findings (Scriven, 2001). According to Michael Scriven, our society requires

valuing and it is the role of the evaluator to do this. He likened the role of evaluator to that of a producer of consumer reports, where the evaluator determines the appropriate criteria on which judgments are to be made on the product. Therefore, this theory argues that what differentiates evaluators from other researchers is that evaluators place value on their findings. Value-based theorists are not particular about the method used in evaluation; rather their primary concern is making value judgments about the quality of objects, situations or processes.

The notion that the importance of evaluation is in decision making process is considered to be the origin of use-based theory (Scriven, 2001). This theory posits that evaluation research is basically essential in assisting key programme stakeholders in decision making process. This implies that evaluation is aimed at providing continuous information to decision makers in ensuring that programmes continually improve their services. Key proponents such as Stufflebeam and Alkin suggested that evaluation be designed to assist decision makers and programme managers in allocating resources and providing timely and relevant information needed in decision making and production of accountability records of programmes (Stufflebeam, 2001; Alkin, 2004). These theorists reject the idea that evaluators are value agents as proposed in the value-based theory, but rather contended that evaluation be tailored to meeting needs of primary users in management process and decision making. The strength of use-based theory lies in using findings of evaluation research to inform decision making process necessary to impact directly on programme and organizational efficiency. In contrast, the objective-oriented theory also known as objective-referenced theory places emphasis on programme objectives and outcomes. This implies that objective – oriented evaluation is focused on specification of programme objectives and measurement of outcomes. Proponents of this theory argue that the purpose of evaluation is to validate programme hypotheses by focusing on the intended goal, actual effects or outcomes of social intervention programmes.

Closely related to objective-oriented theory is the theory-based evaluation. According to Sampson (2007), theory-based evaluation research originated from the idea that social intervention programmes are based on social science theories. Therefore, the basic tenet of this theory is that every programme should have underpinning assumptions of how it is expected to lead to desired outcomes (Weiss, 1995; 1997). Davies (2003) noted that theory-driven evaluation involves analysis of logical or theoretical consequences of a policy or programme. This implies that the main purpose of evaluation is to validate or reject the underlying programme assumptions, and by so doing explain the actual input and expected outcomes of social programmes (Pawson and Tilley, 1997). Theory-driven evaluation focuses mainly on exposing theoretical or logical sequence by which a programme is expected to result to intended outcomes. Proponents reject the method-oriented approaches as espoused by method-based theorists and argue that methods for carrying out evaluation are naturally taken care of if the underpinning programme theories are placed at the centre of evaluation design. In support of this view, Sampson (2007) asserted that in adopting theory-based approach, a causal chain of explanation of reasons why and how a programme works can be established irrespective of the method used. This suggests that theory-driven

evaluation provides the researcher with ample opportunity to find a connection between the aim, objectives, process and outcome of social programmes. Again in contrast to used-oriented evaluation theory, findings of theory-based evaluation are not targeted at any particular set of stakeholders and purpose; rather, the findings are for the benefit of all stakeholders. This among other reasons may explain why theory-based evaluation is increasing becoming very attractive among academics and researchers in more recent times.

An alternative Approach to Evaluation of Public Housing Programmes: incorporating evaluation theories and conceptual issues into a comprehensive research process.

Since the intention of this paper is to develop and test an alternative approach to evaluating public housing programmes, it is important to view housing programme as social intervention programme. Evidence in literature abounds with reference to the social nature of housing requirements. Hence, housing is most often referred to as a social good and inadequate housing conditions considered as a major social problem. The implication of this is that public planned actions and activities aimed at addressing challenges of inadequate housing conditions are conceived as social intervention programmes, and are evaluated as such across several disciplines. Evidence in literature (Magutu, 1997; Arimah, 2000; Lall, 2002; Hanson et al., 2004; Apparicio and Seguin, 2006; Sengupta and Tipple, 2007; Marciano and Ruprah, 2008; Obeng-Odoom, 2009) suggests that there is no single theoretical or conceptual framework for evaluating public housing programmes. Rather, evaluators most often adopt approaches that best suited to the context of the programme evaluated. Such approaches are based on disciplinary ideologies and concepts, the context of the programmes as well as purpose of the evaluation.

In recognition of the fact that housing is a multidisciplinary subject, this paper is of the view that evaluating public housing programmes in a fashion that crosses the boundaries of different disciplines could be of great benefit. This is based on current paradigm shift which recognizes the value and efficacy of adopting multi-disciplinary and trans-disciplinary approaches to finding solutions to critical societal challenges. Therefore, the need for a broad-based framework that transcends beyond the boundary of different disciplines and yet allows for the evaluation of public housing programmes in different contexts is the key issue this paper seeks to address.

From the review of literature, it was found that housing programmes can be evaluated by looking at the physical and spatial qualities of housing units and supporting services, locational appropriateness of housing in relation to public infrastructure, surrounding socio-economic environment, management and administration system as well as the impact of housing on users and surrounding neighbourhood. This suggests that the key components of a housing programme are the operators of the programme, housing provided and beneficiaries. Thus, an evaluation of a typical housing programme will examine issues related to housing providers and managers and the context in which they operate, housing attributes, socio-economic and demographic characteristics of end users as well

as their experience in the housing environment. Such evaluation is usually done within the context of established principles, theories, ideological orientations and/ or concepts. It is based on this understanding that the proposed framework was developed by integrating the different components of public housing programmes with a number of relevant theories and philosophical perspectives derived from the different disciplines identified earlier on. Specifically, this framework draws on the realistic approach to evaluation, objective-oriented evaluation theory and theory-driven evaluation as well as relevant concepts. The inclusion of these theories in the framework is based on a number of reasons. First is the fact that in realistic evaluation, sociological characteristics of the environment are very important, and data can be collected from a wide range of sources including quantitative, qualitative, and documentary sources (Stame, 2004). Secondly, it allows for the use of logic (framework) model in illustrating how programme objectives relate to desired output and outcomes. Thirdly, with emphasis on programme objectives and measurement of outcomes as espoused in object-oriented theory of evaluation, this framework provides an opportunity for the examination of programme goals and objectives in relation to the actual effects or outcomes. Finally, the inclusion of theory-driven evaluation paradigm is beneficial in validating or rejecting underlying programme theory and by so doing the actual input and expected outcomes of the programme can be properly identified and assessed.

In addition to these theories, a number of key issues are also incorporated into this alternative framework. These are public housing activities, housing characteristics, and quality of life of life. Included in the framework are organizational capacity, characteristics of target population and beneficiaries of housing programmes and contextual factors affecting public housing activities and quality of life of occupants of public housing (see Figure 1). The brief explanation of each component of this framework is presented in the subsequent sections.

Public Housing Activities

Public housing activities as one of the key components of this framework represent all organized methods used in providing housing and related services to target population. It includes public housing policies, housing delivery strategies, housing programme objectives and theories and institutional framework for the design and implementation of public housing programmes as well as management of public housing. These are collectively referred to as the input and process in this framework. Whereas programme objectives deal with the conception and design of public housing programmes with particular reference to the intent and purpose of such programmes, the programme theory relates to the underlying theories in the programmes. The underlying programme theories in this context are the impacts or changes public housing programmes are expected to bring on board in the community in general and to housing consumers in particular (outcomes). On the other hand housing delivery strategies relate to activities, events, processes or functions employed in the transformation of housing policies, programme objectives and theories, human and material resources (inputs) into housing units and services (outputs). These include different approaches used in realising programme objectives as well as the

participants and resources involved in public housing provisioning. Participants in this context represent the organisational framework for public housing provision. They comprise public and private organizations involved in public housing provisioning whose actions influence the input, process, output and outcomes of public housing activities. In addition to examining the interactions among the participants in public housing, assessment of their capacity in public housing delivery is also crucial. In this regard, research literature (Lusthaus et al., 1995; Lusthaus et al., 2002) indicates that organizational performance in product and service delivery is influenced by organisational capacity and the external environment. Therefore, organizational capacity describes the ability of organizations to successfully use their skills and resources to provide goods and services and in this context housing. It encompasses resources, knowledge and processes used by organizations. In assessing this, capacity audit with emphasis on resources and management capacity as well as organizational structures are considered very important (Lusthaus et al., 2002; Wachira, 2009). Notably, the internal organizational (mediator or intervening) factors that influence organizational capacity such as leadership style, human and material resource, finance, infrastructure, programme and service management, and housing project process management are central in the assessment of organisational capacity.

Housing Characteristics

This component of the framework addresses the output of housing delivery strategies in public housing programmes. The characteristics of housing units; housing services and infrastructure, neighbourhood facilities and socio-economic environment are the key components of housing considered. Basically, the assessment of residents' perception on the adequacy level of housing provided is important. Specific attention may be on parameters for measuring accessible, decent, safe, healthy and affordable housing. This is important in examining the extent to which housing programmes can provide access to adequate housing both in quantity and quality. Particularly, emphasis is on the extent to which housing provided have met the needs of the residents in terms of the adequacy of spaces, comfort, security, hygiene, and aesthetics, and provided opportunities for social and economic benefits, access to basic amenities and proximity to public services and infrastructure.

Quality of Life

This represents the measure of outcome and impact of public housing programmes on the life of beneficiaries. This a key concept in this framework and it assesses how housing provided in public housing programmes has influenced the quality of life of occupants of public housing. It focuses basically on residents' perception on residential satisfaction. This assessment is done at the socio-physical level of evaluation and examines occupants' perception on the level of satisfaction or happiness with the entire housing provided through housing programmes as surrogate for measuring the quality of life of residents. Specifically, satisfaction with housing

unit features, housing unit support services, neighbourhood facilities, socio-economic environment of public housing estates and management and maintenance framework in public housing estates as well as the level of satisfaction with life in public housing are key parameters used in assessing the quality of life of residents in public housing.

In assessing the quality of life of residents, it is also important to examine the characteristics, attributes and personalities of target population and actual beneficiaries of public housing programmes. This is because adequate knowledge of the composition of both target groups and actual beneficiaries is important in assessing the outcome of housing programmes. To this end, basic characteristics of target population and beneficiaries of housing programmes include gender, economic status, age, educational attainment, occupation and marital status. Others are household sizes, type of tenure and length of residency in the housing units.

Contextual Factors

Public housing programmes do not operate in a vacuum, but rather they operate within the context of a range of socio-economic, political and cultural milieu. Therefore, the design, implementation, output as well as outcome of the public housing programmes are influenced partly by the external context in which the public housing activities are carried out. Therefore, this sub-component of the framework assesses the extent to which contextual factors that are outside the control of operators of public housing programmes can impact on the input, process, output and outcomes of the programme. Notable contextual factors that deserve consideration include economic, socio-cultural, political, technological, historical factors, housing need and regulatory framework.

The integration of the aforementioned theories and concept resulted in the theoretical and conceptual framework presented in Figure 1. An examination of this figure reveals that its underlying structure is a logic model showing the relationships between the input, output and outcome of a typical public housing programme. The logic model shows that there is a relationship between public housing activities, housing characteristics and the quality of life of residents. In addition, it is also thought that housing characteristics (output) is influenced mainly by housing delivery strategies, organisational capacity (input and process) and characteristics of target population and actual housing users; while quality of life of residents is determined by the level of housing adequacy, satisfaction with residential environment and satisfaction with life as well as their socio-economic characteristics. This implies that housing characteristics is the main connecting factor between public housing activities and quality of life of residents. It is also evident from the framework that there is relationship between contextual factors, public housing input and process, outputs and quality of life of beneficiaries of housing programmes. The underlying conception is that the input, process, output and outcome of public housing programmes are influenced both internal and external factors. The internal (endogenous) factors such as housing

programme goal and objectives, organisational capacity, delivery strategies, housing attributes and others are within the control of programme operators, while the external (exogenous) factors such as socio-economic and demographic characteristics of target population and beneficiaries, satisfaction with housing and quality of life as well as the context in which the programmes are enacted are outside the control of the operators. With a feedback mechanism at every stage of the framework, there are a number of possible relationships which can be investigated in public housing programmes using this alternative framework as an evaluation tool.

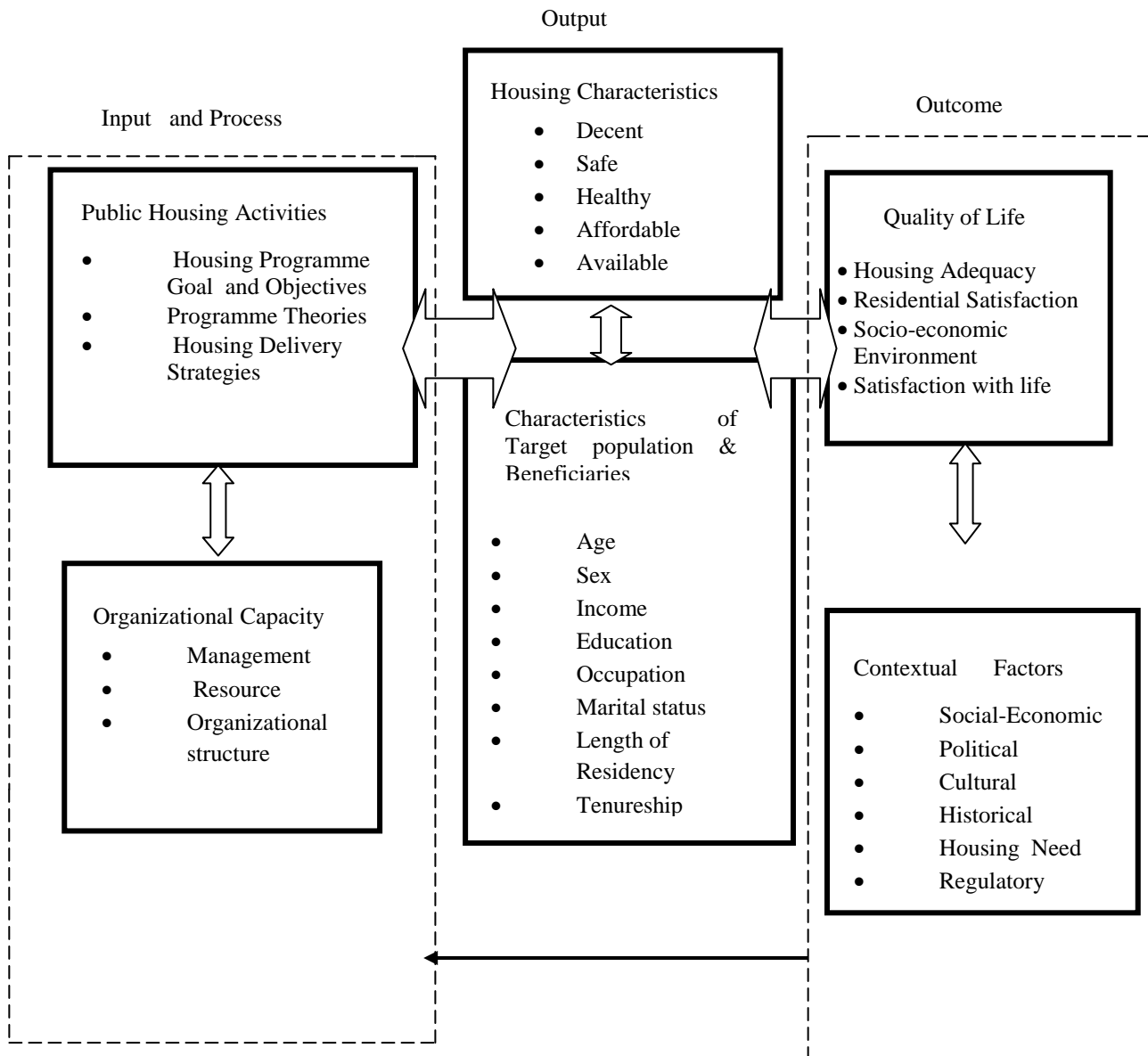


Figure 1: The theoretical and conceptual framework for evaluation of public housing programmes

Testing the Validity of an Alternative Framework for Public Housing Programme Evaluation Research Methodology

The framework was tested by translating each of its components into measurable variables with survey instruments including questionnaire, interview and observation schedules as data gathering instruments. The public housing programme in Ogun State, southwest Nigeria was selected for testing the validity of this framework, and four housing delivery strategies, namely, core housing, build and sell, public-private partnership (PPP) and shell stage strategies were investigated. The field work was conducted between the December 2009 and February 2010, and the two key aspects of the research were survey of public agency operators of public housing programmes and housing units provided by them between May 2003 and December 2010. The public housing agencies investigated were the Ogun State Ministry of Housing (MOH), Ogun State Housing Corporation (OSHC), Ogun State Property and Investment Corporation (OPIC) and Gateway City Development Company Limited (GCDCL). For the purpose of data collection, two sets of questionnaires were prepared for capacity audit of the four aforementioned public housing agencies and residents of housing units in selected public housing estates. Questions in the questionnaires were categorized and arranged according to the components of the framework. In the survey of public housing agencies, staff members involved in the design and implementation of the organisations' housing projects was the target population. This category of staff was identified by the human resource departments of the four organisations and 25 members of staff were randomly selected for the administration of questionnaire in each of the four organisations. In all a total of 100 representing about 18.48% of the staff strength of the four agencies were sampled. The staff were asked to rate the capacity of the organizations to deliver adequate housing on a five point Likert scale of 1=Very Inadequate, 2= Inadequate, 3= Fair, 4= Adequate and 5= Very adequate, while 0= Non response/ Undecided. The assessment was based on management and resources capacity, and 20 capacity attributes (variables) were used. A total of 90 valid questionnaires representing 90% of the questionnaires distributed were retrieved from the survey of the organisations. Similarly, four management staff members of the position of head of departments and above were purposely selected from each of the agencies for the oral interviews. Questions asked were on organisational characteristics, housing delivery strategies used by the agencies and others as outlined in the interview guide used for the interviews. The interviews were conducted and recorded manually by the researcher.

On the other hand, the survey of housing units involved the sampling of a total of 670 housing units representing about 95.50% of the 709 occupied housing units in nine public housing estates developed through the core housing, build and sell, public private partnership and shell stage housing delivery strategies in five major urban and sub-urban areas of Abeokuta, Ota, Ijebu-Ode, Agbara and Ibafo in the study area. Quota sampling technique was adopted in the selection of housing units. This was to ensure that the sample size was representative of housing units developed in each of the aforementioned four housing delivery strategies. A total of 517 valid questionnaires representing 72.92% of the questionnaires distributed in the housing unit survey were retrieved. The target population was the household heads, and like in the survey of the organisations, respondents in the housing units were asked to rate the adequacy of their housing on the same five point Likert scale. A total of 33

housing attributes were used in the assessment of housing adequacy. The respondents were also asked to rate their satisfaction with the residential environment and satisfaction with life in the housing units on a five point Likert scale of 1= Very Dissatisfied, 2= Dissatisfied, 3= Fair, 4= Satisfied and 5= Very Satisfied, while 0= Non response. Also 32 housing attributes (variables) were used in assessing residential satisfaction. In addition to this, an observation schedule was also used in documenting the physical characteristics of all the 517 housing units and nine (9) housing estates sampled. Some of the data collected with the observation schedule were housing typology, building materials used, types of doors and windows, layout of estates, and the presence of social amenities (e.g. schools, healthcare facilities, recreational facilities etc).

The quantitative data was subjected to both descriptive and inferential statistical analysis using SPSS 15.0 for Windows, while the qualitative data obtained from the interviews and observation schedules were analysed using content analysis. The adequacy and satisfaction scores were calculated as the sum of individual respondents' scores on all the housing attributes used in the study. The test of internal consistency of the scale of measurement used in the questionnaires returned high Cronbach's Alpha of 0.897, 0.891 and 0.891 for organisational capacity, housing adequacy and residential satisfaction respectively which are more than the recommended minimum 0.7 alpha value, and thus, the scales of measurement in this study were considered reliable with the sample used.

Study Findings and Discussion

Table 1 is a summary of the socio-economic characteristics of respondents in the housing unit survey. It is evident from this Table that 64.41% of the respondents were male and 35.59 % female. Majority of the respondents (56.67 %) were between ages 31years and 45 years, next to this were 27.08% of those between 46years and 59years, 12.57% were between 18years and 30 years and those of 60 years and above constituted only 3.10% of the sample. The above suggests that although the target population were household heads, some of the questionnaires were filled by youths results. Larger proportions (88.40%) of the respondents were married compared to 7.74% who were single. Also 1.7% were widowed while small fraction (0.77%) were divorced. A good majority (92.84%) of the respondents had education beyond the secondary school level while those with secondary and primary educated constituted 2.13% and 0.77% of the respondents respectively. About 57.64% of the respondents were employed in the public sector, 19.73% were self employed, 17.80% were employed in private sector organizations, 2.9% were not employed in any of the sector mentioned above, and 1.16% of the respondents were retirees. Although 6.96% of the respondents did not disclose their monthly income, the result shows that 35.98% of the respondents earned an average monthly income of between N38, 000-N71, 000 (Middle low income group), 26.50% earned below N38, 000(Low-income group), 14.67% earned N145, 000 and above (High income class) while 14.89% of the respondents earned between N72, 000-N145, 000 per month (Middle high income group). A larger percentage (78.53%) of the respondents had lived in the residence between 1year and 3years; 15.86% had lived for less than 1 year and 3.87% lived between 4years and 5years.

Also it can be seen from Table 1 that whereas 39.26% of the respondents indicated that they had household size of more than 4 persons, 31.72% claimed they had 4 persons, 17.41% had 3 persons, and 8.3% had 2 persons and 2.51 % that had 1 person living in the apartments. The majority (62.28%) of the respondent lived in owner-occupied housing units, 32.50% in rented housing units, and 4.43% lived in official government quarters.

Table 1: Socio-economic characteristics of respondents in the housing unit survey

Socio-economic Characteristics	Frequency (N=517)	Percentage
Respondent's Sex		
Male	333	64.41
Female	184	35.59
Age Group in Years		
No Response	3	0.58
18-30	65	12.57
31-45	293	56.67
46-59	140	27.08
60 and above	16	3.09
Marital Status		
Single	40	7.74
Divorced	4	0.77
Married	457	88.4
Widowed	9	1.74
Level of Education		
No Response	8	1.55
Primary Education	4	0.77
Secondary Education	11	2.13
Tertiary Education	480	92.84
Others	14	2.71
Employment Sector		

No Response	4	0.77
Government	298	57.64
Private	92	17.8
Self Employed	102	19.73
Retired	6	1.16
Others	15	2.9
Monthly personal Income in Naira		
No Response	36	6.96
Below N38,000 (LI)	137	26.5
N38,000-N71,000 (MLI)	186	35.98
N72,000-N145,000 (MHI)	77	14.89
N145,000 and above (HI)	81	15.67
Length of Residency		
No Response	5	0.97
Less than 1 yr	82	15.86
1-3years	406	78.53
4-5 years	20	3.87
More than 5years	4	0.77
Tenure Type		
No Response	3	0.58
Privately Rented	168	32.5
Owner Occupied	322	62.28
Official Quarters	23	4.45
Free Occupation	1	0.19
Household Size		
No Response	4	0.77
1person	13	2.51
2 Persons	43	8.31

3 Persons	90	17.41
4 Persons	164	31.72
More than 4 persons	203	39.26

Source: Field Survey, 2010

LI= Low Income, MLI=Middle Low-Income, MHI=Middle High income, HI =High income

\$1= N145.00 as at September, 2010

Table 2 shows the result of respondents' perception on the adequacy level of housing provided in the public housing programme in the study area. It is evident from this Table that a good proportion (52.61%) of the respondents rated the housing as inadequate, 30.56% claimed it was fair, 9.09% said it was adequate, 1.74% indicated that it was very adequate, while 6.0% perceived the housing provided in the programme as very inadequate. This result suggests that majority of the residents perceived the housing provided in the study area as inadequate. This evaluation was based on four housing sub-components of housing unit attributes, housing services and infrastructure, access to neighbourhood facilities and management of facilities in the housing estates. Whereas, most the respondents indicated that the housing unit attributes and management components were adequate, the provision of housing services and infrastructure as well as neighbourhood facilities was rated inadequate. The sizes of spaces, natural ventilation and lighting as well as level of privacy and thermal comfort in the housing units were found to be adequate. However, the level of privacy in the housing units was identified as the most adequate housing unit attributes. The result also revealed that the respondents ranked the housing unit attributes highest and the provision of neighbourhood facilities lowest in the housing adequacy scale. This result is well expected, because it was observed that most of the public housing estates investigated lacked adequate supply of utilities and social infrastructures such as educational, recreational, shopping and healthcare facilities.

Table 2: Overall housing adequacy

Adequacy Scores	Rating	Frequency	Percentage
56-74	Very Inadequate	31	6.00
75-93.	Inadequate	272	52.61
94-112	Fair	158	30.56
113-131	Adequate	47	9.09
132-150	Very Adequate	9	1.74

Total	517	100.00
-------	-----	--------

Source: Field Survey, 2010

Table 3 shows the result of the analysis on residential satisfaction with the whole housing estates constructed in the public housing programme in the study area. The evaluation was based on five key housing sub-components: housing unit attributes, housing services, location of neighbourhood facilities, socio-economic environment of housing estates and estate management features. A close examination of the result (Table 3) reveals that 48.55% of the respondents were dissatisfied and 5.42% were very dissatisfied with the housing. Also 8.12% of the respondents said they were satisfied while a small fraction (0.97%) was very satisfied. However, 36.94% of the respondents were neither satisfied nor dissatisfied with the housing. This result also clearly shows that majority (53.97%) of the respondents were dissatisfied, while small fraction (9.09%) of the respondents were satisfied with housing in all the nine housing estates sampled. The result also shows that most of the respondents were satisfied with the housing unit attributes and estate management but were least satisfied with location of neighbourhood facilities. From this result, one can infer that there is a similarity between the result in Table 2 and Table 3, suggesting that there was strong positive relationship between housing adequacy and residential satisfaction. This is also evident in the result which indicates that majority of the respondents found the housing to be inadequate, and thus were dissatisfied with the residential environment provided the public housing programme in the study area.

Table: 3.0 Residential Satisfaction with the whole housing estates

Satisfaction Scores	Rating	Frequency	Percentage
53.0-71.0	Very Dissatisfied	28	5.42
72.0-90.0	Dissatisfied	251	48.55
91.0-109.0	Fair	191	36.94
110.0-128.0	Satisfied	42	8.12
129.0-148.0	Very Satisfied	5	0.97
Total		517	100.00

Source: Field Survey, 2010

As already indicated earlier on, in this study, satisfaction with life was used as a surrogate for quality of life, and the respondents were asked to rate their level of satisfaction with life in the housing estates. Figure 2 shows the result of respondents' satisfaction with life in all the public housing estates. An examination of this result reveals that that most of the respondents were satisfied with life in the housing estates. This claim is affirmed by the result which shows that 53.0% of the respondents were satisfied, 7.0% were very satisfied, 3.0% were dissatisfied and 1.0% of the respondents were very dissatisfied with life in the housing estates. However, 36.0% of the respondents claimed that they were neither satisfied nor dissatisfied with life in the housing estates. This result clearly shows that a good majority (60.0%) of the respondents were satisfied while only small fractions (4.0%) were dissatisfied with life in the public housing estates.

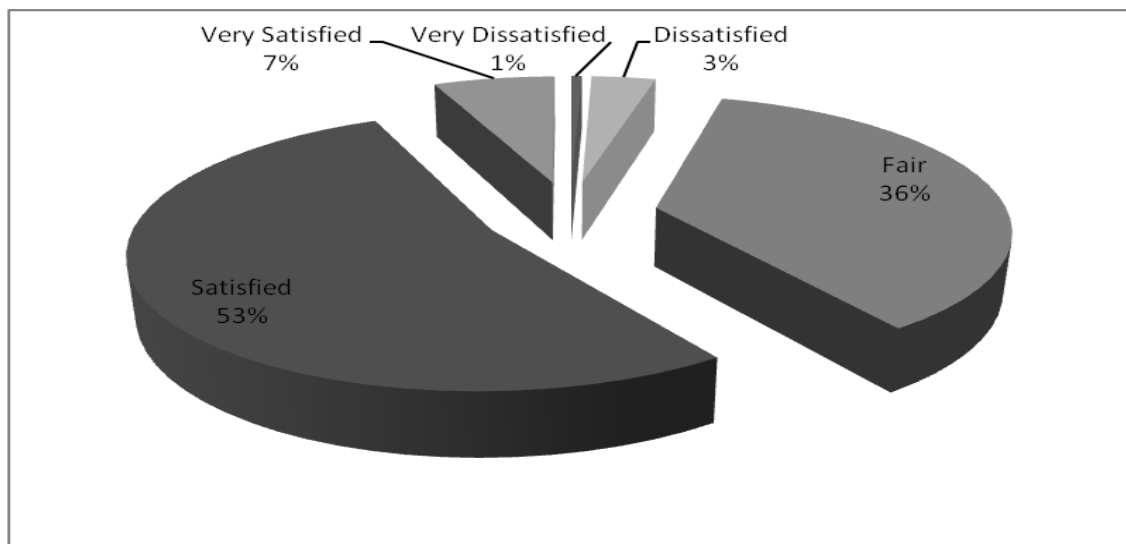


Figure 2: Residents' satisfaction with life in public housing

The result on satisfaction with life in the housing estates is totally inconsistent with the levels of housing adequacy and residential satisfaction as expressed by the respondents. This shows that although, the housing was qualitatively inadequate and that most of the respondents were not satisfied with their residential environment, they were however satisfied with life in the public housing estates. This result suggests that in the public housing estates sampled, respondents' satisfaction with life (quality of life) was influenced by a number of factors beyond the housing environment. This is consistent with the notion that quality of life is influenced by a wide range of factors including housing.

Generally, housing provided in the programme through the four different strategies has similar physical characteristics and where were generally evaluated to be affordable by the respondents. However, the housing estates generally lacked healthcare facilities, reliable portable water supply, good drainage system, functional street lighting, recreational and educational facilities, refuse disposal system, open spaces and green areas as well as shopping facilities. Of the four housing delivery strategies investigated, the Core housing strategy provided the most adequate housing. Next to it were the Public-Private Partnership and Shell stage strategies, while the 'build and sell' strategy provided the least adequate housing. In terms of residential satisfaction, the result shows that the respondents that lived in housing provided through the Core housing strategy were the most satisfied. Next, were those who lived in housing provided through the Shell and 'build-and sell' strategies while those that lived in housing provided through the Public-Private Partnership strategy were the least satisfied. In contrast, the Shell housing delivery strategy provided housing in which the respondents were most satisfied with life. This is followed by those who lived in housing provided through the Public-Private Partnership, Core housing and 'build and sell' delivery strategies respectively. However, the result suggests that within the context of prevailing socio-economic situation in Nigeria, the Core housing delivery strategy has a better prospect in addressing housing need of low income people, who constitutes greater proportion of urban population and has the most critical housing need in the study area. This is because, the study found that the largest proportion of low-income people lived in housing provided through the core housing strategy.

In terms of achievement level of the objectives (plan) of the public housing programme, Table 4 shows that the programme recorded above average mark in promoting home ownership, housing affordability and the quality of life of residents. This claim is based on the result which shows that most the respondents were owner occupiers and satisfied with life in the housing estates (see Tables 1 and Figure 2). They also evaluated the housing as being affordable. However, the programme is considered to have recorded a below average mark in the provision of adequate and satisfactory housing, and development of self-sufficient public housing estates in the study area. This is also based on the result which showed that most of the respondents found the housing to be inadequate and were dissatisfied with the residential environment provided through the programme. As well, the housing estates were found to be deficient in the provision of basic services and infrastructure. In promoting greater participation of private sector in public housing delivery in the study area, the study found that of the four organizations surveyed, the Ogun State Property Investment Company had the most adequate organizational capacity for housing delivery; next to it were the Gateway City Development Company Limited and Ministry of Housing respectively while the Ogun State Housing Corporation had the least capacity. However, only the Gateway City Development Company Limited was found to be involved in public –private partnership (PPP) in housing delivery. Suggesting that private sector participation in this public housing programme was limited to the Gateway City Development Company Limited while the other three public housing agencies in the study area rarely engage organised private sector in public housing delivery in this programme.

Table 4: Logical framework for comparing the objectives and outcome of the public housing programme

S/N	Objectives	Indicator	Achievement Level
i	To evolve appropriate institutional framework for public housing delivery	Public housing organisations' capacity in public housing	Above Average
ii	To promote greater private sector participation in the provision of housing	Public-Private Partnership housing delivery Strategy	Below Average
iii	To enhance home ownership among all socio-economic groups	Tenure Status of respondents Housing affordability among target population	Above Average Above Average
v	To develop self-sufficient housing estates, secured, and serene environment that meets the daily challenges of all residents.	Provision of housing services, infrastructure and access to neighbourhood facilities	Below Average
vi	To provide adequate housing for all interested persons in the State	Housing adequacy Residential Satisfaction	Below Average Below Average
vii	To improve on the standard of living of residents of public housing in the state	Residents' satisfaction with life in public housing estates	Above Average
viii	To provide about 12, 702 housing units between years 2003 and 2011	Less than 2,000 housing units provided between 2003 and 2009	Below Average

Source: Field survey, 2010

Conclusion

This paper has made an attempt at developing and testing an alternative framework for comprehensive evaluation of public housing programmes in Nigeria. It is evident from the result that a new direction is emerging where no one theory or discipline would have the upper hand in developing an approach to evaluating public housing programmes. This is based on the evidence presented in this paper indicating that this alternative approach draws heavily on a new paradigm of research that crosses the boundaries of different disciplines in which housing related issues are studied. Although this framework represents a structured method for investigating public housing programmes, it is based on a critical understanding of the context of social intervention programmes. In essence, planning and architectural, economic, socio-cultural and political issues are all incorporated into this framework for a comprehensive inquiry on public housing programmes.

From the result of the validity test of the theoretical and conceptual framework, it can be seen that as a research tool, this framework has some merits. First, it incorporates different theoretical, philosophical and conceptual perspectives into the investigatory process, and thus, links all aspect of research including problem statement, aim, objectives, literature review, methodology, data collection and analysis as well as the interpretation of findings. Secondly, the framework lends itself to the use of both quantitative and qualitative research strategies as well as multiple data gathering instruments. Thirdly, the framework allows for the investigation of the input, process, output and outcome as well the relationships between the various components of public housing programmes. Where multiple housing delivery strategies are used in a programme, it can assist in assessing and comparing the outcomes of the different strategies. Finally, in view of the fact that housing is a multidisciplinary subject, the framework developed here can be used by researchers in different disciplines and contexts. This suggests that it is an open, flexible and adaptable framework capable of addressing the limitations of a single theory in evaluating the complex issues related to public housing provisioning. Based on the foregoing, it can be concluded that this approach underscores the value of how multidisciplinary thinking in the built environment is vital, and thus can be considered as having value.

Acknowledgements

The authors wish to acknowledge the staff of the four public housing agencies and residents of selected public housing estate in Ogun State for participating in the survey. We also thank Covenant University, Ota for the support and facilities that made the research possible.

References

- Ademiluyi, A.I., & Raji, B.A (2008) Public and Private Developers as Agents in Urban Housing Delivery in Sub-Saharan Africa: The Situation in Lagos State. *Humanity & Social Sciences Journal* 3 (2), 143-150
- Ajanlekoko, K.S. (2002) Appraisal of the National Housing Policy. *Housing Today* 1 (6), 13-20
- Akinmoladun, O.I., & Oluwoye, J., (2007) An Assessment of Why the Problems of Housing Shortages Persist in Developing Countries: A case of Study of Lagos Metropolis, Nigeria. *Pakistan Journal of Social Science* 4(4), 589-598).
- Ali, I. (1996)The National Housing Programme-The Way Forward. *Housing Today- The Journal of the Association of Housing Corporations of Nigeria* 11 (2), 16-19
- Alkin, C.M. & Christie, C.A. (2004) An Evaluation Theory Tree. Downloaded from www.Sagepub.com/Upon-

data/5074_Alkin_Chapter_2pdf. On November 2, 2009

- Amerigo, M., and Aragones, J. (1990) Residential Satisfaction in council housing. *Journal of Environmental Psychology*, Vol.10 p313-325.
- Apparicio, P. and Seguin, A. (2006) Measuring the Accessibility of Services and Facilities for Residents of Public Housing in Montreal. *Urban Studies* 43(1), 187-211.
- Arimah, B. C. (1999) Housing policy outcomes in global perspective: an application of discriminant analysis *Netherlands Journal of Housing and the Built Environment*, Vol. 12 p257– 280.
- Bana, P.M. (1991) Housing the Urban Poor in Nigeria. *The Nigerian Institute of Architects Journal* 6(1),22-25.
- Bonnefoy, X. (2007) Inadequate Housing and Health: and Overview. *International Journal Environment and Pollution* 30(3/4), 411-429
- Canter, D. (1983) The purposive evaluation of places: A facet approach. *Environment and Behavior*, 15(6), 659-699.
- Chenery, M., Faith, R. & Ruth, V. (1987) Responsive Evaluation: An Application of Naturalistic Inquiry to Recreation Evaluation. *Evaluation* 5 (4) 30-38.
- Davies, P. (2003) What is Policy Evaluation? The Magenta Book. Cabinet Office Strategy Unit, London
- De Salvo, J.S. (1974) Neighborhood Upgrading Effects of Middle-Income Housing Projects in New York City. *Urban Economics* 1 (3), 267-277
- Djebarni, R. & Al-Abed, A. (2000) Satisfaction Level with Nieghbourhood in Low-income Public Housing in Yemen. *Journal of Construction Management* 18 (4), 230-242
- Douthwaite, B., Kuby, T., Fliert, E., & Schulz S. (2002) An Evaluation of Approach for achieving and Attributing Impact to INRM and IPM. Paper for Presentation at the International Conference on the Impacts of Research and Development at San Jose, Costa Rica 4-8 February 2002
- Erdogan, N., Akyol, A., Ataman, B., & Dokmeci, V. (2007) Comparison of Urban Housing Satisfaction in Modern and Traditional Neighborhood in Edirne, Turkey. *Social Indicators Research* 81 (1), 127-148.
- Jaafar, M., Hasan, N.L., Mahamad, O., & Ramayah, T. (2006).The Determinants of Housing Satiafaction Level: A Study on Residential Development Project by PENANG Development Corporation(PDC). http://www.fppsm.utm.my/jurnal/JK6D06_MASTURAJAAR.pdf . Downloaded on May 15, 2008.
- Fatoye, E.O and Odusami, K.T. (2009) Occupants' Satisfaction Approach to Housing Performance Evaluation: The case of Nigeria. Paper Presented at the RICS COBRA Research Conference held at the University of Cape Town, 10-11th September, 2009. Downloaded from www.rics.org/cobra on 22nd February 2010.
- Federal Republic of Nigeria (1991) National Housing Policy. Federal Government Press, Lagos
- Fernandez-Maldonado, A.M. and Bredenoord, J. (2010) Progressive Housing Approaches in the current Peruvian Policies” *Habitat International*. Doi:10.1016/j.habitatint.2009.11.018.

- Filfil, M. (1999) The Housing Environment and Women's Health: The Case Study of Ramallah al Tahta, Birzei, Palestine. Institute of Community and Public Health/ Environmental health Unit Birziet University
- Galster, G. C. and Hesser, G.W. (1981) Residential Satisfaction: Compositional and Contextual Correlates. *Environmental and Behaviour* 13(6), 735-758.
- Galster, G.C. (1987). Identifying the correlates of dwelling satisfaction: An empirical critique. *Environment and Behavior*. 19(5), 537-568
- Gilderbloom, J., Brazley, D. Pan, Z. (2005) HOPE VI: A Study of Housing and Neighborhood Satisfaction Sustain: A Journal of Environmental and Sustainability Issues 11(Fall/Winter)
- Hanson, G., Lloyd, R., and Lorimer, B. (2004) Evaluation of the Social Housing Programme. Yukon Housing Corporation, Yukon
- Hsieh, H.R. (2008) Issues and Proposed Improvements Regarding Condominium Management in Taiwan. *Habitat International* 33(2009), 73-80.
- Ilesanmi, A.O. (2005).An Evaluation of Selected Public Housing Schemes of Lagos State Development and Property Corporation, Lagos Nigeria. Thesis Submitted for the award of PhD in Architecture at the Department of Architecture, Faculty of Environmental Design and Management Obafemi Awolowo University (OAU) Ile-Ife, Nigeria
- Jiboye, A.D (2010) .Correlates of Public Housing in Lagos, Nigeria. *Journal of Geography and Regional Planning*, 3(2), 017-028
- Jiboye, A.D. (2009) Evaluating Tenant's satisfaction with Public Housing in Lagos, Nigeria. *Town Planning and Architecture* 33(4), 239-247.
- Kaitilla, S. (1993) Satisfaction with Public Housing in Papua New Guinea: The Case of West Taraka Housing Scheme. *Environment and Behavior*. 25(4), 514-545.
- Kantrowitz, M. & Nordhaus, R. (1980).The Impact of Post Occupancy Evaluation Research: A Case Study. *Environment and Behavior* 12 (4), 508-519.
- Lall, S. (2002) An Evaluation of A Public Sector Low-Income Housing Project in Alwar, India. Working Paper 6 at Society for Development Studies in New Delhi-India prepared for the DFID. Downloaded from http://practicalaction.org/docs/shelter/uhd_wp6_evaluation_on_19th_May.2009
- Liu, A.M. (2003) There is Quality After all: Residential Post Occupancy Evaluation in Housing Projects in Hong Kong. Paper for the CIBTG International Conference, October, Hong Kong
- Lusthau, C., Marie-Helene, A., Anderson, G., Carden, F., & Montalvin, G.P. (2002) Organizational Assessment: A Framework for Improving Performance. International Development Research Centre (IDRC), Canada

- Lusthaus, C., Anderson, G., and Murphy, E. (1995). Institutional Assessment: A framework for Strengthening Organizational Capacity for IDRC's Research Partners. International Development Research Centre, Canada
- Lux, M. (2005) On Housing Satisfaction among Czech Citizens. *Sociologicky Casopis-Czech Sociological Review* 41 (2), 227-252.
- Magutu, J., (1997) An Appraisal of Chaani Low-Income Housing Programme in Kenya. *Environment and Urbanization* 9(2), 307-320.
- Margulis, S.T. (1975) A Comparison of the Opinions of Operation Breakthrough Occupants And Conventional Housing Occupants about their Housing. *Industrialization Forum* 6(1) 21-26, cited in Carson, D.H, Carson, F. and Margulis, S.T (1980).
- Massey, D. S. & Kanaiaupuni, S.M. (1993) .Public Housing and the Concentration of Poverty. *Social Science Quarterly* Vol. 74, p109-22.
- McNulty, T.L. & Holloway, D. R. (2000) Race, Crime and Public Housing in Atlanta: Testing A Conditional Effect Hypothesis. *Social Forces* 79(2), 707-729
- Morphew, V.N. (2000) Web-Based Learning and Instruction: A Constructivist Approach. *Distance Learning Technologies, Issues, Trends and Opportunities* in Linda L. (ed.) Idea Group Publishing, Pg. 1-14.
- Mohit, M.A, Ibrahim, M. & Rashid, Y.R. (2010) Assessment of Residential satisfaction in newly Designed Public Low-Cost Housing in Kuala Lumpur, Malaysia. *Habitat International* .Vol. 34, p18-27
- Morris, E.W., Crull, S.R. & Winter, M. (1976) Housing Norms, Housing Satisfaction and the Propensity to Move. *Journal of Marriage and the Family* 38 (2), 309-320
- Mukhija, V. (2004) The Contradictions in Enabling Private Developer of Affordable Housing: a Cautionary Case from India. *Urban Studies*. 4(11), 2231-2244.
- Obashoro-John, O. (2002) Programme Evaluation in Nigeria: Challenges and Prospects. Department of Adult Education University of Lagos, Lagos
- Obeng-Odoom, F. (2009) Has the Habitat for Humanity Housing Scheme Achieved its Goal? A Ghanaian Case Study. *Journal Housing and the Built Environment*. Vol. 24, p 67-84
- Ogu, V.I. (2002) Urban Residential Satisfaction and the Planning Implications in a Developing World Context: The Example of Benin City, Nigeria. *International Planning Studies* 7(1), 37-53
- Olatubara, C.O. & Fatoye, E.O. (2007) Evaluation of the Satisfaction of Occupants of the Abesan Public Low-Cost Housing Estate in Lagos State, Nigeria. *The Nigerian journal of Economic and Social Studies* 49 (1).
- Onibokun, A.G. (1985) Housing in Nigeria, Nigerian Institute for Social and Economic Research (NISER), Ibadan

- Onibokun, A.G. (1976) Social System Correlates of Residential Satisfaction. *Environment and Behavior* 8(3), 323-344
- Ornstein, S.H. (2005) Post Occupancy Evaluation in Brazil, Evaluating Quality in Educational Facilities. School of Architecture and Urbanism, University of Sao Paulo, Brazil.
- Osasona, C.O. (1991) Optimum Housing For Low/ Middle –Income Groups: The Extendible House. *NIAJ-A Journal of the Nigerian Institute of Architects* 6(1), 26-44.
- Pawson, R. & Tilley, W. (1997) *Realistic Evaluation*. Sage. London
- Pedersen, L.H (2008) .Is Realistic Evaluation a Realistic Approach for Complex Reforms? *Evaluation* 14 (3), 271-293.
- Potter, J. and Cantarero, R. (2003).How does Increasing Population and Diversity Affect Resident Satisfaction? A Small Community Case Study. *Environment and Behavior* 35(3), 434-453
- Quillian, L. (2005) Public Housing and Spatial Concentration of Poverty: New National Estimates. Paper for Presentation at the Meetings of the Population Association of America
- Rapoport, A. (1977) *Human aspects of urban form: Towards a Man-Environment Approach Urban Form and Design* Oxford, UK: Pergamon.
- Rondinelli, D.A. (1990) Housing the Urban poor in Developing Countries: Other policy options for National Shelter Strategies. *American Journal of Economics and Sociology*, 49 (3), 257-269.
- Rubin, B.M. (1982) Naturalistic Evaluation: Its Tenets and Applications. *Studies in Art Education* 24 (1), 57-62
- Sampson, A. (2007) Developing Robust Approaches to Evaluating Social Programmes. *Evaluation* 13(3), 477-493
- Sciven, M. (2001) An Overview of Evaluation Theories. *Evaluation Journal of Australasia New Series* (2) 27-29
- Sengupta, U. and Tipple, A.G. (2007) .The Performance of Public –Sector Housing in Kolkata, India in the Post – Reform Milieu. *Urban Studies* 44(10), 2009-2027.
- Sengupta, U. and Sharma, S. (2008) No Longer Sukumbasis: Challenges in Grassroots –Led Squatter Resettlement Programme in Kathmandu with special reference to Kirtipur Housing Project. *Habitat International*.Vol.33, p34-44
- Sengupta, U. (2005) Government Intervention and Public-Private-Partnerships in Housing Delivery in Kolkata, India. *Habitat International*, Available Online: www.elsevier.com/locate/habitatint. Retrieved on November 15, 2008.
- Stame, N. (2004) Theory-Based Evaluation and Types of Complexity. *Evaluation* 10(1), 58-76
- Stufflebeam, D.L. (2001) *Evaluation Models- New Direction for Evaluations*. John Wiley & sons Inc., New York

- Tipple, A. G. (1994). The need for new Urban housing in Sub-Saharan Africa: Problem or Opportunity. *African Affairs*, 93(373), 587–608.
- Ukoha, O.M. & Beamish, J.O (1997) Assessment of Residents Satisfaction with Public Housing in Abuja, Nigeria. *Habitat International* 21(4), 445-460
- Valenca, M.M., (2007) Poor Politics-Poor Housing Policy under the Collor Government in Brazil (1990-1992) *Environment and Urbanization* 19(2), 391-408.
- Wachira, E. (2009) Organizational capacity Audit Tool. Global e-Schools and Communities Initiative. <http://www.gesci.org/assets/files/organizational%20Capacity%20Audit%20Tool.pdf> Downloaded on 11 November, 2009
- Weiss, C.H. (1997) How Can Theory-Based Evaluation make Greater Headway? *Evaluation Review* 21(4), 501-524.
- Weiss, C. H. (1995) Nothing as Practical as Good Theory: Exploring Theory-based Evaluation for Comprehensive Community Initiatives for Children and Families in J. P. Connell, A. C. Kubisch, L. B. Schorr and C. H. Weiss (eds) *New Approaches to Evaluating Community Initiatives: Volume 1, Concepts, Methods, and Contexts*. The Aspen Institute, Washington, DC
- Yeun, B., Yeh, A., Stephen, J.A., Earl, G., Ting, J., & Kwee, L.K (2006) High-rise Living Singapore Public Housing *Urban Studies* 42(3), 583-600.